

USER’S GUIDE

This document is the recommended budget for FY 2016-2017 for the period beginning October 1, 2016 and ending September 30, 2017. The intent of this document is to provide the public with concise and readable information about St. Lucie County. It contains general information, analysis of revenues and expenditures, as well as a budget history.

SUMMARIES/ANALYSIS

This section contains key information from subsequent sections in which the Office of Management and Budget (OMB) has extracted and then presented in an understandable format. Staff recommends this section as an excellent starting point for review of the budget because it includes a discussion of the revenue sources. Summaries of the total county budget, each constitutional officer, and of the court and legal system are available to provide ease in understanding the budget. This section contains charts, graphs and spreadsheets showing the history of property values, tax millage rates, and the resulting revenues. This section also includes a personnel history report that shows the percent (%) change in personnel for each year.

BUDGET BY FUND

This section begins with a listing of the numerous funds that make up the county budget along with fund definitions. This section categorizes each fund by type and briefly describes the sources of revenue and types of expenditures found in each fund. This list is followed by a three-year history of each fund showing the budget versus actual amounts. The history also shows the amount budgeted in the new fiscal year and the percent change from the previous year’s budget. A section showing the estimated changes in fund balance is also included. The remaining portion of this section is comprised of charts and graphs of selected funds that reveal the amount of budgeted revenue sources and budgeted expenditures.

DEPARTMENTAL SUMMARIES

This section contains budgetary information as it applies to each department. Each department includes an organizational chart, a four-year budget summary of each division located within the department along with the division mission, function, and goals. The divisions also list key indicators, which are used to measure how well each goal is being accomplished.

CAPITAL BUDGET

The heart of this section is the St. Lucie County Board of County Commissioners Five-Year Capital Improvement Plan. This plan is designed to address the foreseeable capital improvement

needs of St. Lucie County. This section also provides information on the planning and approval process involved in the development of the Five-Year Capital Improvement Plan.

The Five-Year Capital Improvement Plans may include capital improvements affecting major infrastructure facilities such as roads, bridges, beach restoration / preservation, environmental lands, drainage and stormwater projects, port and airport facilities, parks and recreational facilities, libraries, general governmental buildings and correctional facilities, utilities and museums.

Each plan identifies the sources of funding and provides a detailed listing of projects and the estimated costs associated with each project.

DEBT SERVICE

This section contains important information regarding outstanding debt issued by the County or, in the case of Community Development District Bonds and Industrial Revenue Bonds, in which the County has a vested interest. Some of the debt, such as the Port Interest & Sinking General Obligation Ad Valorem Bond, was issued as a result of a voter-approved referendum. Others were issued after the Board of County Commissioners approved the funding of improvements through debt financing. Still, the Board, on behalf of County utilities or a third party, issued other debts. The Office of Management and Budget carefully monitors the amount of debt the County issues in order to preserve its creditworthiness.

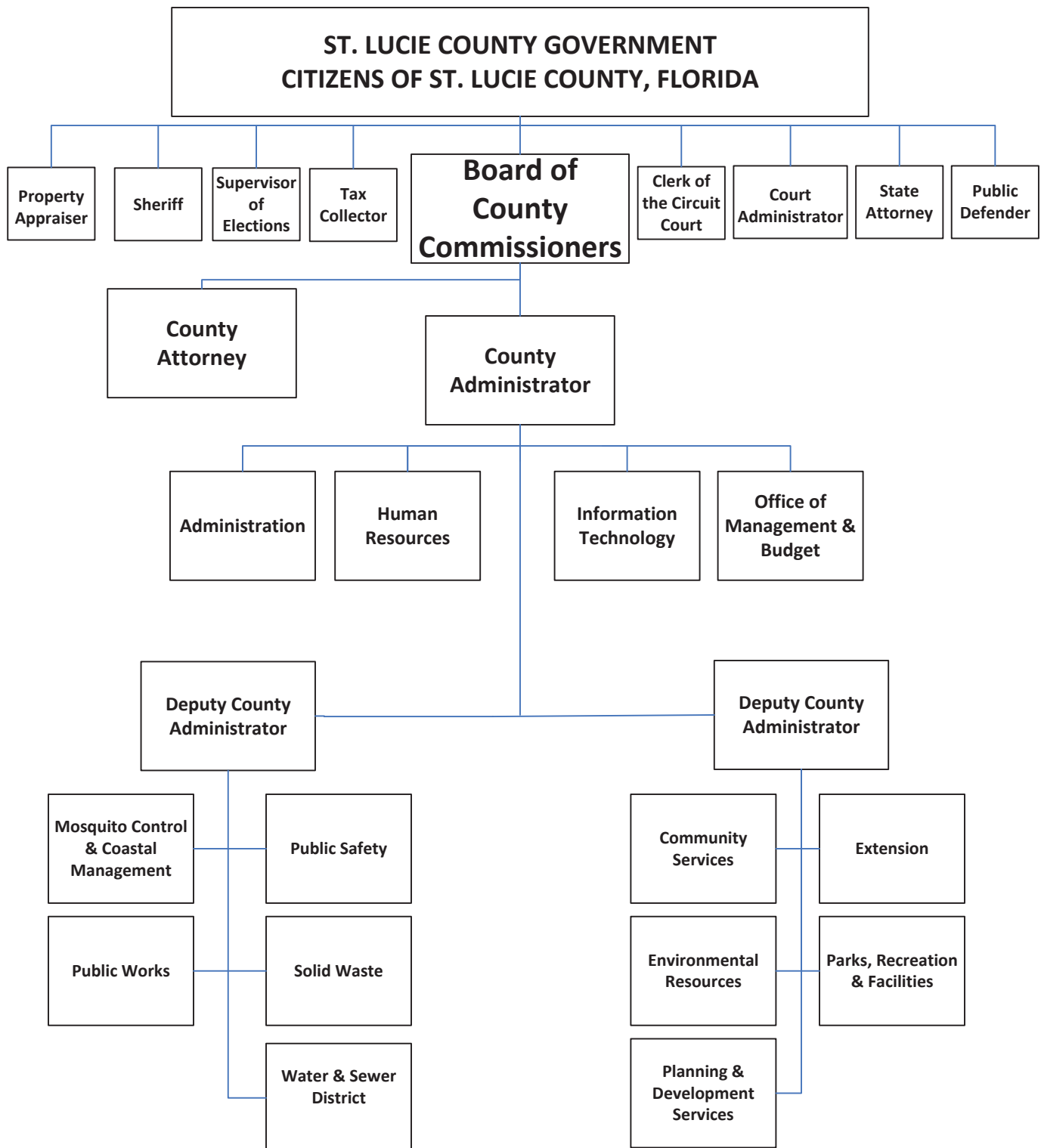
APPENDICES

The Appendices Section includes a glossary for the definitions of terms and a section on acronyms.

For any additional information, contact our office:

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FINANCIAL POLICY

FISCAL POLICY STATEMENT

St. Lucie County has an important responsibility to its citizens to correctly account for public funds, to manage county finances wisely and to plan for adequate funding of services desired by the public. St. Lucie County needs to ensure that it is capable of adequately funding and providing local government services needed by the community.

Sound fiscal policies that are realistic and consistent provide useful guidance for the long-term programming of services and facilities. They also provide a set of assumptions under which budget and tax decisions should be made. While established for the best management of government resources, generally accepted fiscal policy also helps set the parameters for government's role in the broader economy of the community. The following fiscal policies set a framework to guide the operations of the County.

FINANCIAL STRUCTURE

All operations of St. Lucie County are accounted for by the use of fund accounting, in order to provide proper accountability for the different kinds of resources. Various funds have been established to track transactions. Funds with similar objectives, activities and legal restrictions are placed in one the following three groups:

Governmental Funds - These funds account for general governmental functions, such as the court system and law enforcement. They use a spending measurement focus; which means that only current assets and liabilities are generally included on the fund types' balance sheets, and the difference between these assets and liabilities is classified as fund balance. Governmental Funds types are classified into four generic fund types as follow:

- X **General Fund** is used to account for all financial resources except those required to be accounted for in a specific fund. Most countywide activities are accounted for in this fund.
- X **Special Revenue Funds** account for proceeds of specific revenue sources that legally restricted to expenditures for specified purposes.
- X **Debt Service Funds** are used to account for the accumulation of resources for and the payment of general long-term debt principal, interest and other costs associated with long-term debt.
- X **Capital Project Funds** are used to account for the purchase or construction of major capital facilities, such as buildings, infrastructure and lands.

Proprietary Funds - These funds are used to account for governments' ongoing activities that are similar to those of private enterprise. They are accounted for on a cost of service basis. There are two types of Proprietary Funds:

- X **Enterprise Funds** are used to account for the provision of public services that are similar to services provided by business enterprises. Operating costs of such funds are paid from user

charges or other non-governmental revenue.

- X **Internal Service Funds** is the financing of goods or services provided by one department to other departments within the same government on a cost reimbursement basis.

Fiduciary Funds - These funds account for assets belonging to others, held by a government in a trustee capacity or as an agent. Agency and expendable trust funds are accounted for like governmental funds. Non-expendable trusts are accounted for in the same manner as proprietary funds. Fiduciary Funds consists of two groups:

- X **Expendable Trust Funds** account for assets held by the County in trust for administration and disbursement for specific purposes.

- X **Agency Funds** account for assets belonging to others, which are held pending disposition.

BUDGETARY BASIS

Modified Accrual Basis for Governmental Funds - All Governmental Funds (General Fund, Special Revenue Funds, Debt Service Funds, Capital Project Funds), Expendable Trust Funds and Agency Funds are maintained on the modified accrual basis of accounting. Modified accrual is essentially accrual accounting, modified to recognize the governmental environment and unique accounting measurement objectives. Revenues are generally recognized during the fiscal year when they are quantifiable, measurable and there is a reasonable expectation that they will be collected during that period. In most cases, expenditures are recorded when the good or service is actually delivered, regardless of when the funds are disbursed. As a budgetary control measure, the funds are encumbered or "reserved" when the good or service is ordered.

Accrual Basis for Proprietary Funds- Proprietary Funds include the Internal Service Funds and the Enterprise Funds. Under the Accrual basis, revenues are budgeted based on the measurable amount expected to be "earned" during the fiscal year. Expenditure estimates are developed for all expenses anticipated to be "incurred" during the fiscal year. Revenue is recognized when earned and expenditures are recognized when incurred. Transactions are recorded when they occur - regardless of when cash is received or disbursed. This is essentially the same method used in the private sector; however, there are a few differences:

1. Capital expenditures and debt principal are budgeted as appropriations
2. Compensated absence accruals are not budgeted

Fund Balance - Fund balance is the result of the previous fiscal year's beginning cash balance plus revenues received minus actual expenditures. It includes unallocated resources that may be used to fund new projects/programs as well as unspent allocated funds, which will be carried forward to fund those existing projects/programs. Fund balance is adjusted for inventory and other non-cash assets and liabilities.

Depreciation - For budget purposes, depreciation is recognized in a designated reserve only to the extent that it is funded.

GRANTS BUDGETING

Grants are funds awarded to St. Lucie County by the federal government, state agencies, or other organizations to finance projects such as capital improvement, cultural and educational activities, environmental projects, economic development, planning and research, etc. Grant revenues are received into governmental or proprietary funds related to the project. Each grant is individually budgeted as a sub-fund subordinate to its hierarchy governmental or proprietary fund. Transfers of grant local matches, interest monies and residual cash between a grant and its hierarchy fund are permitted without Board approval.

CAPITAL BUDGETING

St. Lucie County maintains a Capital Improvements Plan (CIP), which covers a five-year period and is updated annually. The Office of Management and Budget determines the amount of funds available for capital projects. Proposed projects are prioritized and the available funds are allocated accordingly. A separate section of this document is designated for the CIP projects detail. Projects in the CIP this fiscal year are funded; however out years are estimated needs and may exceed future available revenues.

The capitalization threshold is \$25,000 for buildings or infrastructure with a life span of more than five years. Budgets for buildings and infrastructure under \$25,000 are reflected in the County's operating budget instead of the Capital Improvement Program.

GENERAL BUDGET POLICY

1. The operating budget authorizing expenditure of County money will be adopted annually by the Board at the fund level.
2. The budget shall reflect the estimated beginning balances of all funds and all planned revenues or receipts for each fund for which the County must maintain accounts. Once the annual audit is completed, staff may prepare a Budget Resolution to adjust the beginning balances from the estimated to the actual.
3. No monies shall be expended or disbursed from accounts of the Board of County Commissioners except pursuant to authorization reflected in the adopted budget. The Clerk of Courts shall advise the Board of any exceptions to this policy required by law or generally accepted accounting practice.
4. Florida law states that a county must have a balanced budget. Therefore, the budgeted expenditures and reserves of each fund (including reserves for contingencies, cash flow and all other purposes) will equal the sum of projected fund balance at the beginning of the fiscal year and all revenues and receipts, which reasonably can be expected to be received during the fiscal year.
5. Reserves:
 - a. A reserve for contingency may be budgeted in each of the funds. At the Board's discretion, these funds may be allocated as needed during the year to fund unexpected operations or events.

- b. In line with GFOA guidelines, an allocation of 12.5% of annual operating revenues, which is an amount equal to \$16.5 million and would be used for storm events and emergencies/issues that are not anticipated in normal budget development.
- c. One year of budget stabilization, which if we take our most critical year in 2010, equals \$14 million.
- d. An allocation of \$6 million in a transportation infrastructure reserve as our current repaving cycle is not sustainable.

6. Transfers:

- a. Transfers to reserve accounts may be made during the fiscal year by the County Administrator or the Management & Budget Director as required for proper management of the budget.
 - b. Transfers among expenditure or revenue accounts may be made during the fiscal year by County Administration and/or the Office of Management & Budget, if re-allocations within a fund are determined to be needed. Additional procedures will be established by the County Administrator. No transfers having an impact on capital facility improvement will be made without Board authority.
 - c. No transfer affecting the total allocations to a Constitutional Officer may be made without Board approval.
 - d. No transfer may be made between funds if the result of such transfer will be to change the adopted total budget of a fund, except pursuant to a public hearing and Board action to amend the adopted budget.
 - e. Transfers from reserves for contingency will require approval of the Board.
7. Changes in the adopted total budget of a fund will be made only with Board approval of a budget amendment resolution.
8. The operating budget will reflect programmatic expectations of the Board and County Administrator for each department. The budget will emphasize the relationship between financial and managerial (operations) planning.
9. For purposes of budget preparation, in the event policies or stated desires of the Board regarding appropriations or service levels prove to be incompatible with forecasted revenues or revenue policies, these conflicts will be resolved in favor of the revenue policy.
10. The Capital Improvement Budget showing estimated annualized costs of capital projects will be updated on an annual basis.

REVENUE POLICY

1. The use of general ad valorem tax revenues will be limited to the General, Law Enforcement & Courts (Fine & Forfeiture), MSTU Funds, and dependent special districts, unless required in other funds by bond indenture agreements or by the terms of municipal service taxing units ordinance.
2. The use of ad valorem tax revenues based on millage levied for the Mosquito Control, and Erosion Control Special Districts will be limited to those districts.
3. The use of gas tax revenues will be limited to the Transportation Trust and Transportation Projects Funds, unless required in other funds by bond indenture agreements.
4. The use of sales tax revenues will be limited to the General and Law Enforcement & Courts (Fine & Forfeiture) funds except when allocated to debt service funds to meet non-ad valorem debt service requirements.
5. Pursuant to Ordinance, Tourist Development Tax proceeds will be appropriated as follows:
 - a. 20% for tourist advertising and promotion within St. Lucie County.
 - b. 40% for stadium expenses.
 - c. 33.40% debt service for stadium renovations.
 - d. 6.60% for capital facilities that promote tourism in the Fairgrounds and the area north of Midway Road.
6. The use of revenues pledged to bondholders will conform in every respect to the bond covenants committing those revenues.
7. Periodic cost studies of all County services for which user fees are imposed will be prepared, and proposed fee adjustments will be presented for Board consideration. Fee revenues will be anticipated for purposes of budget preparation using fee schedules, which have been adopted by the Board.
8. County staff will continue to aggressively pursue grant funds. For purposes of preparing the annual budget, revenues will be budgeted at actual award levels when known, and at anticipated grant award levels for continuing grants. Other grants will be budgeted upon notice of award.
9. Ad valorem taxes will be anticipated for purposes of operating budget preparation at 95% of the final assessed taxable value as determined by the Property Appraiser.
10. Millages for Debt Service will be established at the amounts, which will generate sufficient revenue, to make all required payments plus any reserve amount deemed prudent by the Office of Management and Budget or prescribed by covenant or ordinance.
11. All revenues, which are reasonably expected to be unexpended and unencumbered at the end of the fiscal year, will be anticipated as "fund balance" in the budget of the following fiscal year.

DEBT POLICY

1. Neither the Florida Constitution, Florida Statutes, nor the Board of County Commissioners place a limit on the amount of debt the voters may approve by referendum. However, as a practical matter, debt is limited by the availability of revenue streams to pay debt service, by market factors, and by Board/voter discretion.
2. In concert with the County Administrator and the County Finance Team, and to facilitate better short-term decisions, the Office of Management and Budget creates an annual debt schedule to the Board, which lists current debt and projects debt requirements.
3. The County will not fund operations or normal maintenance from the proceeds of long-term financing and will confine long-term borrowing and capital leases to capital improvements, projects, or equipment that cannot be financed from current or projected financial resources. To conserve debt capacity as well as maintain a high bond rating the County will utilize pay-as-you-go financing to the maximum extent possible.
4. Notwithstanding extenuating circumstances, the County's debt capacity will be maintained within the following generally accepted benchmarks:
 - Direct debt per capita shall remain below four hundred dollars (\$400.00). Direct debt includes general obligations and governmental fund bond debt.
 - Direct debt per capita as a percentage of income per capita should not exceed 2%.
 - Direct debt as a percentage of the final assessment value of taxable property as provided by the Office of the Property Appraiser shall not exceed 1%.
 - The ratio of direct debt service expenditures as a percentage of general governmental expenditures will not exceed 10%. General governmental expenditures are considered General Fund expenditures, Fine and Forfeitures Fund expenditures plus transfers to the Constitutional Officers, the Airport, the Port and all transfers to Internal Service Funds.
5. The County strives to maintain a minimum underlying bond rating equivalent to 'Upper Medium Grade' (Moody Rating Service A or Standard & Poor's A). The County shall request an evaluation of their underlying rating every five years or as deemed necessary by the Board.
6. The County shall strive to keep the average maturity of general obligation bonds at or below fifteen (15) years.
7. When financing capital projects or equipment by issuing bonds, the County will amortize the debt over a term not to exceed the useful life of the project or piece of equipment.
8. Each year the County will review its outstanding debt for the purpose of determining the feasibility of refunding an issue.
9. To the maximum extent possible, the County will use special assessment (i.e. Municipal Services Benefit Unit) or self-supporting bonds (i.e. Revenue Bonds) in lieu of general obligation bonds so that those benefiting from the improvements will absorb all or part of the project costs.

APPROPRIATION POLICY

1. Fund appropriations of the Board will be allocated to departments, divisions, programs, organization codes, projects, and line item object codes as deemed appropriate by the Management & Budget Director, with the approval of the County Administrator, to facilitate managerial control and reporting of financial operations.
2. Each year, before Department Directors and Division Managers begin to prepare operating budget requests, the Office of Management & Budget will issue budget preparation instructions. These instructions will take into consideration: 1) County financial policies; 2) The expressed desires of the Board and County Administrator for changes in service or service levels; 3) Projected costs of authorized services; 4) Forecasted revenues. County managers will prepare annual budget consistent with these instructions.
3. The County, in conjunction with an independent consultant, will prepare and maintain an indirect cost allocation plan, which conforms to federal guidelines for grant reimbursement of administrative costs. Managers will bill and collect indirect cost charges to eligible grant projects, enterprise funds, and other funds as appropriate.
4. The budget requests of County agencies will include itemized lists of all desired operating equipment, and of any equipment in inventory for which replacement is being requested. Purchase of equipment valued in excess of \$1,000 not on the approved budget list will require approval by the County Administrator or the Board on a case-by-case basis.
5. Each year the County will prepare a comprehensive five-year capital improvement program identifying needed public facilities by service type and geographic area for approval by the Board.
6. The annual budget will contain appropriations to fund capital projects identified by Departments for the purpose of completing the first year of the five-year capital improvement program. Operating budget implications of these capital projects will be identified; such expenses for the first (budgeted) year of the capital plan shall be funded.

BUDGET PREPARATION AND IMPLEMENTATION CALENDAR

Date: 2015

ACTIVITY

October

- The new 2015/2016 fiscal year begins on October 1st.
- Implementation of the FY 2015/2016 adopted budget.
- Prepare Truth In Millage (TRIM) compliance packet for Florida Department of Revenue.
- Comply with GFOA requirements for submission for the budget awards program.
- Monitor FY 2015/2016 beginning year activity.
- Prepare any needed budget amendments.
- Begin policy planning for FY 2016/2017.

November

- Close out FY 2014/2015.

December

- Adjust prior year estimates to unaudited actual.
- The FY 2015/2016 final budget book is printed and uploaded to the County's website.

Date: 2016

ACTIVITY

January

- Citizens Budget Committee elects chair and vice chair members and schedules meeting dates for the calendar year.

February

- Work on payroll projections and Department's approved positions.
- OMB calculates preliminary fund balance estimates.

Date: 2016

ACTIVITY

March

- Distribute budget preparation guidelines to departments.
- OMB opens Banner — enabling departments to input requested budget data.
- Banner & Microsoft Office training for Budget Coordinators as needed.
- Departments prepare budget requests.
- Provide budget assistance to Departments. Department Directors review budgets.
- Update audited carryover amounts.
- Make preliminary revenue, expense, and Fund Balance Forward estimates.

April

- Departmental budget packages and Capital Improvement Plans due to OMB.
- Departmental Banner input completed.
- Analyze budget requests.
- Balance Funds.
- Make preliminary revenue, expense, and Fund Balance Forward estimates.
- OMB conducts technical budget reviews with departments.
- Judges, Court Administrator, Public Defender, State Attorney, Guardian Ad Litem and Medical Examiner budgets are due.

May

- County Administrator's budget review with Departments.
- Work with Departments and enter the County Administrator's budget changes into Banner's recommended phase of the FY 2016/2017 budget.

Date: 2016**ACTIVITY*****May***

- Clerk of Court, Sheriff, and Supervisor of Elections budgets are due.
- Complete recommended phase budget changes.
- If necessary, rebalance Funds from applied recommended budget changes.
- Update the preliminary revenue, expense, and Fund Balance Forward estimates.

June

- Compile the tentative budget packets for the Board's review in July.
- Property Appraiser's budget and Property Value Estimates are due.
- Distribute budget summaries to Departments for review.

July

- Property Appraiser certifies property values to the BOCC (DR420's).
- Distribute budget to the Commissioners.
- The County Administrator presents the proposed budget to the BOCC.
- Conduct the BOCC Budget Review Workshops.
- The BOCC sets the proposed millage rates to be advertised in the Notice of Proposed Property Taxes.
- Enter the BOCC's budget changes into Banner's tentative phase of the FY 2016/2017 budget.
- Complete tentative phase budget changes.
- OMB returns completed DR420's to Property Appraiser.

Date: 2016**ACTIVITY*****August***

- Tax Collector's budget is due on August 1st.
- Prepare and print the tentative budget book.
- Departments turn in their purchase order roll-over requests for FY 2016/2017 to OMB.
- Property Appraiser distributes TRIM notices to all property owners. The TRIM notice notifies property owners of the 1st public hearing for the tentative budget and millage.
- Prepare for public hearings.

September

- The BOCC holds the 1st public hearing of the FY 2016/2017 budget in September and tentatively adopts the budget and millage rates.
- The County advertises in newspapers the 2nd public hearing for the adoption of the final budget and millage.
- The BOCC holds the 2nd public hearing of the FY 2016/2017 budget in September and adopts the final budget and millage rates.
- Certify final millage with the Property Appraiser and State of Florida Department of Revenue within 3 days of final adoption.
- The 2015/2016 fiscal year ends on September 30th.